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ABSTRACT

The New York State Education Department has developed a number of programs and services for its increasing number of adult postsecondary learners (defined as those over 25 plus young people outside the traditional education system). New York has over three-quarters of a million adult learners in degree and nondegree school programs; millions more are in nonschool programs, principally for worker education, run by businesses, unions, government agencies, the military, religious organizations, and others. In response to their needs, state postsecondary institutions provide 750 off-campus sites for adult learners, and the state works with the federal government in offering both secondary and postsecondary education and training programs. The state education department also helps business and other nonschool adult learning programs by evaluating, advising, and awarding degrees for their courses and by forming a statewide network of educational information centers to advise adult learners. Further, the education department has large financial aid and loan programs for adult learners and is preparing legislative proposals for both long- and short-term improvements in financial aid to adults and unemployed youth. (RW)

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RECURRENT EDUCATION ACTIVITIES AND FINANCE IN NEW YORK STATE

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November 1980

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Abstract

State officials in the state of New York have attempted to respond to the growing need for the provision of postsecondary educational services for adults. This paper summarizes the development of recurrent education programs in New York, discusses the services that are currently available, and outlines several extensive and rather compelling legislative proposals for the future.

I am tempted to call this paper "Recurrent Education in the State of New York--Revisted" because eight years ago in July 1972, OECD published a paper entitled, "Recurrent Education in the State of New York," written by Peter F. Regan, Norman Solkoff, and Walter F. Stafford, all with the State University of New York (SUNY).

As an aside, I might point out for those of you who are not familiar with the organization of education in New York that there is a difference between the State University of New York or SUNY and the University of the State of New York or USNY for which I work. The latter is headed by the Board of Regents and is responsible for all of education in New York State from preschool through graduate school and including public, private, and proprietary institutions, libraries, museums, public television, historical societies, and most other institutions that deliver educational services. SUNY is the public higher education system with 64 main campuses in all parts of the state except New York City which is served by another public system, the City University of New York (CUNY) with 18 separate campuses. There are also 135 independent postsecondary institutions and 27 degree-granting proprietary schools. They are all under the jurisdiction of the Board of Regents.

The broad scope of the Regents responsibilities is a tremendous advantage for the development of a system of "recurrent education" or, as we call it, Adult Learning Services.

The chief Executive Officer of the Board of Regents is the Commissioner of Education, currently Gordon M. Ambach, and the Administrative arm is the State Education Department. The Department has four major units:

1. Elementary, Secondary, and Continuing Education
2. Higher and Professional Education

3. Cultural Education
4. Vocational Rehabilitation

Since all four of these major sectors provide services to adult learners, an Office of Adult Learning Services was established by Commissioner Ambach in his office to provide for the overall coordination and planning for adult services in the Department. The services provided by the Department are described in a publication entitled, Adults Learning Here.[1] A perusal of this publication will show that the Department's services range all the way from support for adult basic education through concerns for the continuing education of practicing professionals.

I shall have a good deal more to say about Department activities, but returning for a moment to the 1972 report, it notes that "the term 'recurrent education' is not commonly used in the United States" (page 7). That is still true, and the diversity of terms used to describe what OECD means by recurrent education has, if anything grown longer in recent years. Our own term "adult learning services" was not in use in 1972 and "lifelong learning" and "lifelong education" have both come into vogue (some would even say come and gone).

The OECD background paper for the conference notes "that there is still certain confusion as to the exact meaning of these different concepts like recurrent education, lifelong learning, permanent education, etc., but they all have a fundamental common denominator, namely the belief that given rapidly changing cultural and socio-economic conditions, education cannot be limited to the front-end model but has also to be available to the individual at intervals throughout his life (page 2). In New York State we certainly subscribe to that fundamental common denominator, and we have taken considerable steps to realize it in practice, as I shall try to show.

Since an adult is now legally anyone 18 or older, adult learning services could be taken to include all of postsecondary education. To place limits on our concerns, we tend to focus primarily on the learning needs of persons 25 and older, but do include younger people who have left the traditional schooling sequence and may need alternative forms of education, particularly to enter or reenter the world of work. Thus, our scope is broad but it is not the whole universe of adult learners.

We do share with the authors of the OECD paper the view that "while due emphasis should be placed on the development of a highly skilled and flexible workforce, it will be equally important that people can use their education for their own interests or as a meaningful activity in its own right during periods when they are not working" (page 13). The paper also notes "that recurrent education takes up the challenges and demands which more non-work time will pose--education for and as leisure, education for the community and participation, education for self-service." The authors then ask, "Will recurrent education respond to a significant potential demand from people with more non-work and leisure time, from those without a job or who are retired? Will it contribute to a changing definition and status of non-work and thereby too help to alleviate or avoid the many dangers and problems which could accompany these changes?" (page 32).

That is a very broad conception of recurrent education, broader than some of the earlier OECD discussions of recurrent education which tended to link recurrent education much more closely to the working life of individuals. However, since the focus for the conference is primarily on the relationship between education and work, I will focus on those activities in New York State that relate to the education of adult workers, i.e., persons

who have at least gotten a start in the world of work and are continuing their education while continuing to work or are returning to education. This means that I will exclude from my discussion attention to postsecondary education for traditional-aged college students. As shall be seen later, this does not mean an exclusion of postsecondary education because a large proportion of the students in postsecondary institutions are now adults studying part time, many while continuing to work.

One reason that postsecondary institutions are serving increasing numbers of adults is because of the declining numbers of traditional-aged students. Here I cannot forebear quoting from the 1972 report:

> The postsecondary educational system in New York also serves as a good model for studying the problems that now beset the whole of United States' postsecondary system. Indeed, it is more advanced than other states in terms of the problem of increasing numbers of secondary school graduates, and increasing proportions of such graduates who desire entry into postsecondary degree programs. The number of secondary school graduates is rising sharply and the percentage of such graduates who proceed into postsecondary degree programs has risen from 50% to 80% within the past ten years; <u>if present trends continue, it is expected to rise to almost 90% in the next ten years</u> (emphasis added) (page 9).

How wrong they were! In a table accompanying this paragraph, the authors projected the number of high school graduates in 1979-80 at 289,000. The actual figure will be closer to 230,000 or almost 20% less. The number of graduates in 1980 are actually <u>fewer</u> than the number in 1970. Moreover, instead of the percentage of graduates going on to postsecondary degree programs reaching 90%, the figure for continuation in all postsecondary programs has actually remained relatively stable since 1968 at around 65%.

The report concludes:

> The consequence of these phenomena is an increasing pressure for admission into postsecondary institutions which, if satisfied,

> would require that the capacities of the institutions would almost double within the next ten years (emphasis added) (page 9).

Actually, the number of full-time undergraduate and graduate students has only gone up 113,000 from 480,000 to 593,000 or an increase of just over 20%. Moreover, by 1989 the estimated enrollments will drop below those of 1970 and the drop will continue probably to the end of the century.

I cite this information at some length as a warning to all of us when we make predictions and projections. Remember that the projections that I just gave were made only eight years ago!

Status of Adult Learning in New York State

The 1972 Report indicated that "assessment of the present status of recurrent education in New York State must depend upon approximations," (p. 10). This is still in large measure true, but we do have somewhat better data from both state and national sources. Institutions are now keeping data by age and more studies have been done on the participation of adults in learning activities. One of the most recent reports from our own state summarizes the results of needs assessments conducted throughout the state since 1975. The report is entitled, Continuing Education: Needs and Interests of New York State Adults, prepared by Helen C. Veres, Mary Margaret Carmichael, and Daniel J. Kindlon, all at the Institute for Occupational Education at Cornell University. The data in this and other studies has been used in the following section. I am indebted to Robert L. Purga of my staff for the data in this section.

Adults pursuing secondary education and training in the state run in the hundreds of thousands. Most of the adult enrollment at this level is either in occupational training (168,000 in 1977-78, of whom 80,000-90,000 are in BOCES,) or in programs leading to a high school diploma or equivalent

(80,000 Adult Basic Education (ABE) programs and 32,000 adults enrolled in high school equivalency programs in 1977).

At the postsecondary level, age data, available for the first time in fall 1977 for all institutions in the state and since 1974 for public sector institutions, show that adults, age 25 or older, already comprise a significant segment of the postsecondary population. In terms of degree-credit enrollment, one of every four undergraduates (189,015 students) and three of every four graduates (102,381 students) is an adult 25 or older. (NYSED, Fall 1978). An additional 14,000 adults throughout the nation, ranging in age from 19 to 74, are currently working toward a Regents External Degree (RED). Eight thousand have already graduated from the RED program where "anyone, in any part of the country, can take examinations" to show what they know; thereby earning credits and eventually a degree. Only two percent consider themselves full-time students. About 2,000 adults are pursuing degrees through mass media courses.

When undergraduates and graduate enrollment is combined, adults comprise more than one-third of the total degree credit enrollment in the state (291,396 students in fall, 1978). An estimated 2.7% of the total adult population in the state is currently pursuing some form of degree credit study.

Since age 25 is used as the cut-off to define "adult," these estimates are somewhat conservative. Using age 23 as the dividing line--as a number of students have done--would increase the "adult" rate by 25% (73,619 students), raising the percentage of adult part-time students from 57% to 67.8% and of full-time adult undergraduates from 11.8% to 18%, (fall, 1978). The NCES definition of 17 or older would virtually encompass the entire degree-credit enrollment.

Regardless of the age cut-off, more older students than ever are pursuing postsecondary degrees, and the way in which they are pursuing them is quite different from students of a younger age. For example, most adults, age 25 or older, study part time, while students under age 25 generally study full time. In fall, 1978, 70% of the adults pursuing an undergraduate or graduate degree did so on a part-time basis, compared to only about 18% of the students age 15-24. Two of every three part-time degree students (and 80% of all graduate part-time students) are adults, while the vast majority of full-time students (82%) are under age 25--including 86.5% of all full-time undergraduates.

Adults are also more likely to take fewer than six credit-hours per semester or equivalent (i.e., study less than "half-time"). While state figures do not exist, national estimates have placed the percentage at 40%.

If this holds true for New York, this would mean 51,000 undergraduate and 29,474 adult graduate students in the state are enrolled less than half-time--about one of every three adult students pursuing a degree (fall, 1978). This is three times the number of such students age 15-24.

It is true that most adults are part-time students and most part-time students are adults, but "adult" and "part-time" students are not synonymous. Nearly one of every three adults pursuing a degree program in New York State is a full-time student. In absolute numbers alone, nearly 90,000 adults study full time, including 61,264 at the undergraduate level.

Since the state population as a whole is becoming more educated, large numbers of adults are pursuing graduate degrees. More than one of every three adults in a degree program is a graduate student (102,381 students in fall, 1978) compared to only 5.5% of younger age students (31,499)--almost

three times as many. And the numbers are growing. Between 1977 and 1978, graduate enrollment for all ages declined about 3% and enrollment plummeted by 19.5% yet the number of adults pursuing graduate degrees increased by about 2%, (102,381 students in fall, 1978. Adults will increasingly become the major source of graduate students in the 1980's.

Adults are more likely than younger students to enroll at low-cost public two-year colleges. For example, in fall, 1978, 57.3% of all adults attending State University (SUNY) institutions (60,660 students) were enrolled at two-year colleges--an increase of about 2% from fall, 1977.

Altogether, adults are the new majority in community colleges (SUNY and CUNY), accounting for 52% of all students enrolled in 1978 (98,331 students) and 45.6% of those studying part time (58,948 students), (NYSED Postsecondary Information Systems HEDS).

Finally, adults 60 years of age or older are entitled, under state law, to audit degree programs at public institutions, free-of-charge, on a space-available basis. In 1978, 1,169 adults took advantage of this option in State University (SUNY) institutions alone. In comparison, 5,038 adults, 60 years or older, pursued degree programs that were not free-of-charge, primarily (76.4%) on a full-time basis, (fall, 1978).

Two additional forms of participation complete the picture of adults in postsecondary education--at least for the school-based part of organized instruction (the "core").

First, 131,965 students took credit courses outside of a degree program in 1978. Nearly 90% of these students were part time (117,041 students), with 47,114 of these enrolled at two-year institutions. About 85% of these part-time students are believed to be adults.

The second category is non-credit activity. Current estimates vary. At the conservative end, the New York State Education Department placed non-credit enrollment at 113,748 in 1978, with 41,519 attending State University (SUNY) institutions. The State University itself, using a broader definition which encompasses courses, workshops, seminars, conferences, internships, and experimental learning experiences, estimates SUNY non-credit enrollment for the same year at 202,653--about five times as large. An additional 134,112 students were enrolled in non-credit occupational courses at all types of postsecondary institutions. Unfortunately, an age breakdown is not available, though the vast majority of non-participants are believed to be adult.

In total, using the broadest definition of non-credit study and assuming that 85% are over age 25, an estimated 347,645 adults were involved in non-credit activities in 1978. If the number of adults pursuing credit courses, but not enrolled in a degree program, is added to this total (again assuming an 85% ratio for both full- and part-time students), non-credit/non-degree participation by adults jumps to nearly half a million (459,815)--more than 1-1/2 times the number of adults pursuing some form of a degree! Total adult participation in postsecondary education at postsecondary institutions (degree credit, non-degree credit, and non-credit) for 1978, thus, is broadly estimated at 752,370 students--compared to 646,155 students age 15-24. Adults are--in broad terms--the new majority at postsecondary institutions in the state, comprising 54% of all participants. The percentage is even higher when postsecondary education offerings at non-postsecondary institutions is included.

Clearly, the constituency for postsecondary education is no longer limited to a narrow segment of the population but has become, in fact, the

whole population. At the same time, postsecondary institutions are serving as few as 35% but no more than half of the total number of adult learners in organized activity. In terms of the total "learning force"--including self-directed learners--the postsecondary share is less than 5%.

The "Periphery" of Organized Instruction

The other part of "organized" instruction involves education and training provided by non-school organizations: business and industry, trade unions, professional associations, governments, agriculture extension, community-based organizations, the military and churches and synagogues. This is what Moses calls the "periphery," and unlike the "core" (which includes compulsory schooling of children and youth) primarily serves adults. Together, these organizations form a parallel educational system that, as a rule of thumb, serves 40% of all the adults, age 17 or older, engaged in organized instruction, though some researchers estimate the non-school sector as three times the size of the "core." State-specific data are generally not available for this sector, but a few examples suggest the dimensions of the periphery. In 1978-79 the New York State Civil Service sponsored direct coursework for 12,000 state employees, and provided developmental services or tuition support to 78,000. At the same time, cooperative extension made contact with 6.2 million people in the state.

A major category of adult learner found specifically in periphery organizations are workers receiving education and training as part of their jobs. Estimates of the numbers involved in this "training force" vary between 2.6 and 16 million with an intermediate estimate at 5.8 million workers. The two main sponsors of worker education are private industry and government.

Private Industry

Many analysts regard private industry as the largest provider of adult education in this country. The estimated amounts spent annually by industry vary greatly, ranging from a low of $2 billion (the Conference Board, 1975) to a high of $100 billion (including the wages of workers being trained. AT & T alone is said to spend over $900 million each year, and "General Electric spends more than any but the largest universities."

Corporations have become major educational agencies. In 1969, for example, IBM hired 3,417 full- and part-time faculty for 18 million contact hours of instruction.

In New York State, an estimated 700,000 workers receive direct training in programs provided by business and industry or through such organizations as the American Management Association (N.Y.S. Education Department, November 1978). Altogether, 75% of all companies provide some in-house training for their employees. Four-fifths of industry expenditures on education go for in-house training.

In general, direct training provided by industry picks up where educational institutions in the "core" leave off. "From the employer's viewpoint, an initial precondition for their own training is an adequate basic education, which they do not expect to be required to provide." However, Barton cites a growing concern to industry that "too many young people are exiting from the schools with inadequate skills in reading, writing, and arithmetic and that near illiterates are not uncommon among...people owning high school diplomas". As a result, industry is increasingly providing less than high school level training and linking with Adult Basic Education programs at educational institutions.

However, the bulk of in-house training is still provided to managers and professionals.

Is adult participation increasing in school-based organized instruction (the "core")? This is best answered by looking at secondary and postsecondary enrollment separately.

At the secondary level, the absence of complete and comparable data on occupational training (state data is only available for 5% of all training and education provided under the Comprehensive Education and Training Act (CETA, for example) precludes an assessment of participation. Enrollment in all forms of high school equivalency programs and in programs that prepare out-of-school adults for high school level study (Adult Basic Education) has remained virtually unchanged since 1970 because of limited funds. While census information indicates that the target population has declined from 4.9 million in 1970 to 3.8 million in 1978, the numbers being served have remained small in comparison. There is further concern that the census may be undercounting such adults in the state by as much as 25%--given the large numbers of immigrants, refugees, low-income persons, and minorities that compose the population. At the same time, the number of young people who withdraw from school each year without completing diploma requirements has remained constant at 65,000 annually--a number that may increase in 1980 when all students are required to pass a Regents Competency Test (the strictest in the nation) before receiving a high school diploma. An additional 700,000 immigrants have entered the state, most lacking a diploma or equivalent or in need of bilingual education. Whether a higher percentage of the target population will actually avail themselves of high school equivalency or Adult Basic Education is unknown. Such programs currently

have a waiting list of 15,000. Needs Assessment Surveys conducted in New York and other states suggest that only about 18% of the target population are actually interested in pursuing further learning, though high school equivalency is the number one choice of those interested. This would place the number of would-be participants in 1978 at 695,449--about six times the number currently served.

The picture is also varied at the postsecondary level, depending upon which of three indicators is used.

First, enrollment of adult students has mushroomed. In terms of degree-credit enrollment, most part-time students are adults; and part-time enrollment has grown by 18% between 1968 and 1978--an increase of 60,000 students. Non-credit study has increased 427% in just seven years, from 26,426 in 1971 to over 113-000 in 1978 (possibly as large as 275,000) with 134,000 additional adults in non-credit occupational pursuits at postsecondary institutions. A national projection suggests that non-credit enrollment may skyrocket in the next decade and dwarf the number of adults in degree-credit programs (Bowen, 1980).

Age data for 1977 and 1978 degree enrollment suggest that a saturation point may have been reached since the total number of adults in degree programs dropped by 11,948 students--a 3.9% decrease that exceeded the 3.2% decline in younger age students. Adults part-time and full-time undergraduate enrollment fell by 1% and 16% respectively. These figures are somewhat uncertain, however, since more than 20,000 undergraduate students in the survey were of unknown age--enough to actually reverse the trend.

Even more importantly, participation rates--at least for part-time, degree credit students--show the highest average yearly fluctuation of any

type of student. Part-time undergraduate participation rates vary .0019%, each year. Since a change of .0001% approximately equals 1,000 students, a small change in the rate of adult, part-time participation can have a profound effect on enrollment (up to 19,000 per year; one way or another, part-time graduate participation can vary up to 8,000 yearly).

A second indicator--one that suggests increasing adult participation in some form of postsecondary education--is that more adults have more education than before. And, in education, "the more, the more" is the rule, meaning that the higher the educational level, the higher the participation rate in organized instruction. High school graduates are nearly four times as likely to pursue learning activities than are non-graduates. Adults with four or more years of college are eight times as likely! This pattern has been practically unchanged since 1969, indicating that with an increasing level of education in the state's adult population, the number of adults participating in some form of postsecondary education is increasing; and could continue to increase into the 1990's. For example, the graduate pool of adults with four or more years of college grew by 37% between 1970 and 1978; the pool with four years or more of high school and less than four years of college grew by nearly 1 million, an increase of 22.7%! The numbers in both pools are projected to increase into the 1990's.

A third indication that postsecondary adult participation has not reached a plateau is that criteria for admission to postsecondary degree-credit study has expanded to a point where the whole adult population in the state is potentially eligible. Adults no longer need a high school diploma or equivalent to enter a degree program and can earn a diploma equivalency if they complete 24 credit-hours of college level work. Since the mid-1960's,

the state has supported special opportunity programs that provide counseling, remediation, and financial aid to academically and economically disadvantaged students seeking degrees--including adults lacking diplomas or the equivalent, and with reading levels as low as the fifth grade.

As a result, in 1978, the adult postsecondary pool totaled 10.7 million, instead of the 6.85 million adults with four years of high school or more--a 36% expansion! Postsecondary institutions, feeling the pinch of a declining "traditional" youth population, are only beginning to tap this market. The number of adults using the 24-college credit-hour route to a diploma has grown from 231 in 1972 to 1,524 in 1978 and could top more than 2,400 in 1979. Opportunity programs, at best estimate, enrolled about 391 students without a secondary credential in 1977-78, up from 314 in 1976-77. An additional 978 students were enrolled in remedial or developmental programs at public institutions in the state.

One countervailing force is that secondary institutions are also beginning to offer postsecondary equivalent programs of their own. In 1978, about 3,000 adults were enrolled in Licensed Practical Nursing programs at BOCES--programs that are authorized as "postsecondary" for federal student aid purposes.

In short, the distinction between secondary and postsecondary institutions is blurring and, increasingly, institutions at all levels are trying to recruit the adult learner--often in direct competition.

Because of these factors, it is unclear whether adult participants in school-based organized instruction is increasing or whether it has, in fact, reached a saturation point. Estimates and projections only suggest that the potential is great.

Services for Adult Learners

The institutions of New York State and the Education Department, itself, have many services for adult learners. A large proportion of the postsecondary institutions in the state have off-campus sites and centers, most of which serve adult learners. Indeed, so extensive has been the growth of such sites and centers (there are now about 750 throughout the state) that the Board of Regents this year adopted new regulations to provide for quality control of these activities. The purpose of the regulations is to assure that courses and curricula offered by degree-granting institutions and locations away from the institution's principal center and creditable towards a degree meet the same standards of quality and need as courses and curricula offered at the principal center. Such regulation was deemed necessary because it had come to the attention of the Board that some institutions, in attempting to respond to a growing, adult market, had introduced programs at off-campus sites that lacked the quality and the support services that should have been provided in degree-granting programs.

A number of institutions have established programs aimed particularly at the needs of workers, such as the College of New Rochelle, with its new Resources Program and its joint program with the Public Employees Union in New York City, Pace University, the State University's development of weekend college-type programs and direct links between many of the community colleges and local businesses and industry.

The Education Department, itself, is engaged in a few projects that relate colleges and companies. These are:

A. The Program on Noncollegiate-Sponsored Instruction was established in 1974 to evaluate instruction offered by non-collegiate organizations and

make recommendations to colleges of appropriate degree credit to award for the courses. Two circumstances made the State Education Department a particularly appropriate sponsor for the Program. First, the Department registers all degree programs in New York State and is the only state agency on the U.S. Office of Education's list of nationally recognized accrediting agencies. Second, another Department activity, the Regents External Degree Program , confers degrees from the University of the State of New York for college-level work or college proficiency in a variety of settings. The Department was thus in a position both to evaluate and to reward college-level work in noncollegiate settings.

The Program has evaluated 1,456 courses offered by 107 different businesses, labor unions, government agencies, voluntary associations, and other organizations, and has recommended 1,456 courses for credit. Six hundred and twenty-eight of these being business-related courses, sponsored by 43 different corporations and business associations. A follow-up study in 1976-77 found that 68 percent of 170 postsecondary institutions in New York State awarded credit on the basis of the Program's recommendations.

One of the main reasons for the continued success of the Program in New York is its ability to follow up quickly and efficiently on requests for help in seeing that colleges accept the recommendations. When the Program receives a request for such help from a corporate training office, for instance, the staff member who supervised the evaluators as they made their decisions calls the college with which the training office is negotiating to explain the evaluation process and the consequent validity of the recommendations. To be effective, this kind of liaison work requires maintenance of a statewide network of contacts in both noncollegiate organizations and in colleges by staff who have been directly involved in the evaluation process.

In the past year, the Program has begun to expand the scope of its activities from evaluation to advisement.

The New York State Education Department has received a grant from the Fund for the Improvement of Postsecondary Education (HEW) to develop educational advisement services in work-related settings.

The purpose of this project is to provide working adults with comprehensive information about the educational opportunities available in their localities and to assist them in making effective use of these opportunities to further their personal and professional goals.

To achieve this purpose, the project will work with the New York Telephone Company in New York City, the Albany Department of Human Resources (CETA), and the New York State Department of Labor statewide to develop effective models of educational advisement in different types of work-related settings which can be replicated or adapted for use by other noncollegiate organizations. The project will train one or more persons from each organization for the adviser role. These people will gain the skills and knowledge necessary for them to manage an advisement center, to assist organizational employees in their educational planning, and to develop cooperative working relationships between the organization and local educational institutions.

In addition to conducting the training program, the project will work with the advisers to establish inventories of educational resources for the areas in which the organizations are located. These directories will be useful to the advisers in helping adult learners with their educational plans and in developing an effective network for educational contacts and referrals. Materials and procedures will be developed to publicize the ways in which

the credit recommendations, established by the Program for noncollegiate-sponsored courses, can be used to help individuals achieve their educational goals.

B. The Careers in Business Project developed out of the State Education Department's review of doctoral programs in New York and the insight that review provided into the plight of many talented Ph.D.'s in the humanities who are unable to find college teaching positions for which they were trained. The idea of the Project was to demonstrate that the humanities Ph.D.'s talents could be readily and successfully transferred to the field of business with just a short formal introduction to the subject (a summer program at NYU School of Business) and the proper interview opportunities.

The Careers in Business Project conducted two highly successful summer programs and inspired several similar programs on other campuses. A tracking project is now following the graduates of the program into their new careers and is expected to yield important insights into the process of involuntary career change.

C. A network of Education Information Centers is being established throughout the state to make advice on educational opportunities available to adults at the "neutral" locations, primarily local public libraries. A primary emphasis in the EIC's is that educational counseling for adults cannot be separated from career counseling.

The Program for Noncollegiate Sponsored Instruction, the Careers in Business Project, and the Education Information Centers all represent small-scale, experimental efforts to link colleges and other educational institutions with business and the workplace for the benefit of adult learners, adults in the midst of career change and career development. The three

programs offer three kinds of brokering services--course evaluations, retraining, and advisement--between colleges and business. Such brokering services can and should be developed and multiplied.

For those below the collegiate level, there are a number of programs, although in relation to the magnitude of the need, the availability of programming is limited. There are over 5 million persons, age 16 or older, with less than a high school education. Some 67,000 dropouts each year keep adding to the pool, while 32,000 persons received the High School Equivalency Diploma.

The state entitles any person under age 21, who has not received a diploma or equivalent (and veterans of any age) to receive a high school education at a local school district free of charge. For a variety of reasons, only 44,000 students between the ages of 19 and 21 took advantage of this option in 1970, the year for which most recent data is available. This was about 25% of those estimated to be eligible for this entitlement.

Local school districts and Boards of Cooperative Education Services (BOCES) run a variety of programs for adults seeking the qualifications for employment, such as the high school diploma or actual vocational training. Some $30 million in federal and state funding are provided at the secondary level for this purpose, with the average amount per adults served being about $125.

Programs are available in agriculture, business, distributive occupations, health occupations, home economics, and trade, technical, and service occupations. They range in duration from short-term training of a few hours, days, or weeks, to a year or more of full-time study. The most complete programs include such supportive services as counseling, placement, related basic and general education, and referral to day-care services.

Occupational education programs serve adults who are seeking preparation for new occupations; or who wish to change occupations; or who have been displaced by industrial change or relocation; they serve younger adults who have completed or left formal schooling but lack specific skills to obtain desirable employment.

Other adults seek to upgrade their skills for advancement, or to keep pace with occupational change. Apprentices receive related instruction through occupational education programs. Increasingly, employers make use of occupational education's services to obtain specialized training for present or prospective employees. Programs can be set up in as little as two weeks to meet immediate training needs. These specialized services can be an important factor in New York State's efforts to attract and retain business and industry. Often, they involve cooperation between state and local education, commerce, and labor agencies, private employers, and various state and federal funding sources, including CETA and regional economic development funds.

Special attention goes to meeting the needs of persons who are disadvantaged, handicapped, or have limited ability to speak English. Programs for displaced homemakers and single heads of households are recent examples of special attention given to an increasing need in our society. Special services are available in many areas for women or men seeking preparation for occupations which have traditionally been closed to them by sex-discriminatory attitudes and practices.

In a kind of transitional programming for students beyond the high school age but not fully prepared for college, the state supports four special opportunity programs that provide counseling, remediation, and financial

aid, based on need. In 1975-76, the four programs served nearly 35,000 students. Most of these had SAT scores below 380 in reading and math.

A number of the secondary programs and the Educational Opportunity Centers worked with local business and industry to provide specific training programs for their employees, usually on a contractural basis.

Financing

A key factor in providing access for working adults is financing. New York operates the largest student aid program of any state in the nation--the Tuition Assistance Program (TAP)--and one of the largest student loan programs (NYS Guaranteed Loans). Altogether, 635,852 students received $603 million in state student aid payments in 1977-78. The average TAP award for 1977-78 was $346. Like the federal Basic Grant (BEOG) program, TAP does not require the student to have a diploma or equivalent to receive aid and does expand aid eligibility one full year to enable the student to take remedial/developmental courses; but TAP does not cover living expenses. Yet, recent data shows that while participation in the program by middle income students is growing, that of students in the lowest income brackets is declining (even when inflation is taken into account).

The federal government also sponsors four student aid programs aimed at serving students with demonstrable financial need: BEOG, SEOG, CWS, and NDSL. None of these programs require students to have a diploma or equivalent to receive aid. In fact, BEOG and SEOG will provide an additional full year of aid for non-credit remedial course work if related to a degree program. All programs cover living expenses as well as direct tuition costs.

In 1977-78, New York State received $267 million in student aid funds with the average Basic Grant (BEOG) award being $895.

Despite this massive potential, these programs have not been heavily utilized by adults lacking a diploma or equivalent. At best estimate, about 4,000 students without a diploma or equivalent may be receiving some form of student aid each year. In terms of federal postsecondary student aid, the numbers of disadvantaged students (both financially dependent and independent) receiving aid has declined since 1979, while the number of middle-income students has increased (Byce and Gladieux)--indicating that the programs may be serving the more advantaged.[2]

One reason may be that, with the exception of community colleges, institutional funding formulas do not provide incentives for serving students in need of extensive remediation and counseling. Further, while federal aid programs do provide funds to institutions to cover administrative costs, there has been no extra reimbursement for counseling or remediation for adults.

The federal government, however, does aid institutions in assisting young postsecondary students from disadvantaged backgrounds under the "TRIO" programs: Talent Search, Upward Bound, and Special Services for the Disadvantaged. Federal funding has also supported the establishment of a Computer-Based Education Opportunity Center (EOC) at the City University of New York (CUNY) to help the disadvantaged in applying for postsecondary admission and financial assistance.

The limitations on the availability of programs and funding for out-of-school youth and adults lacking a diploma or equivalent has been dealt with in proposals prepared for legislative consideration in 1981.

As a way to encourage adults to make fuller use of existing financial aid resources, we worked with The College Board Future Directions for a

Learning Society to develop Paying for Your Education: A Financial Aid Guide for Adults[3] which describes the wide array of financial aids available nationally and helps adults understand how to go about applying for such funds. In addition, we have prepared an insert for the Guide on the New York State programs.[4] In spite of the programs and financial arrangements described thus far, the situation in New York State is still largely well described by the following statement in the background paper:

> The great bulk of postsecondary educational opportunity and financial support is for those who undertake education in one stretch after the end of compulsory schooling (p. 35). A number of efforts are now under way to change this situation. I will describe these efforts starting with those that are most immediate and moving to the longer-range efforts.

The Future

Immediately, the Department has these activities under way:

1. A Department work group is developing "a comprehensive youth employment policy," aimed at improving the skills and education of those who have already dropped out of high school and college and are unemployed. The program will seek to coordinate activities of educational institutions, private employers, and federal and state governments.

2. Another work group in the Department is following up on a recommendation of the Statewide Advisory Council on Adult Learning Services that there be developed a "package" of financial aid legislative proposals for submission to the 1981 legislature that would be targeted on unemployed youth and adults, and that would, hopefully, receive the support of all sectors concerned with adult learners.

The package of six proposals has been approved by the Board of Regents for submission to the 1981 legislature. The six proposals provide: (a) State aid to school districts for programs for persons over age 21 leading to a high school diploma; (b) State tuition assistance awards to half-time students in postsecondary education; (c) elimination of an inequity in the treatment of financial aid awards received by recipients of social service benefits;

(d) State funds for educational information centers; (e) internships to enable museums and libraries to attract minorities to careers in those institutions; and (f) funds to meet the training needs of new and expanding business and industry in the state.

As work goes forward on these proposals, the Department is also exploring the consequences of increased participation of working adults in post-secondary education programs and the methods by which programs for them are financed. Present financing to public institutions is primarily enrollment-based. Enrollment-based formulas do not seem to provide adequately for part-time students.

It is argued by institutions whose aid for part-time students is based on FTE that this arrangement is unfair, since the several students who may contribute to one FTE require more overhead for such services as counseling, library, and administration than does one full-time student. They argue there should be some additional weighting formula for part-time students, so that they may be provided with services equivalent to those given full-time students. The merits of this argument and the proposed remedy need to be examined.

The converse of this position is also advanced. It is argued that the cost to institutions of part-time students, whether credit or non-credit, is not nearly as high as the amount received as aid or fees. Thus, the part-time student is helping to carry the rest of the program while being denied services that he could well use.

One possibility that is sometimes advanced is that there should be an "unbundling" of services, so that the institutions can charge adults just for those services that they use and receive state institutional aid on a basis more closely related to the actual services provided and the costs

thereof. The exploration of alternatives to existing institutional aid will be going along side by side with the explorations of changes in aid to students. The ultimate objective will be to devise a system that will be equitable to individuals and provide a sound basis of support for institutions.

3. The Department also makes its influence felt at the federal level. It has a full-time liaison staff that works with Congressional and administrative offices on a federal legislation and, annually, the Board of Regents makes explicit reference to the relationship between education and work as follows:

   > The Regents encourage postsecondary institutions to work in cooperation with labor, industry, government, and all other elements of society in order to address economic and other major issues. Title I-A of the Higher Education Act provides funds for community service programs to assist in the solution of a variety of urban, suburban, and rural problems.
   >
   > Title I-B contributes to the support of lifelong learning opportunities for the adult population. The urgent need for lifelong learning opportunities provided by Title I is increased by accelerated rates of social and technological change. Social changes have made new roles available to minorities, women, and older Americans. The explosion of academic and technical knowledge has contributed to educational obsolescence in every discipline and in every occupation. In the 1980 context of rapid change, education cannot serve society if it terminates with the acquisition of entry-level skills for employment.

Lifelong learning is essential to meet changing social and technical, as well as physical and psychological, needs.

A major form of lifelong learning contained in the Higher Education Act's Title I is the upgrading and expansion of adult workplace skills. Particularly in times of high unemployment, lifelong learning offers a low-cost alternative to the traditional ad hoc expansion of the unemployment insurance system, or to creation of limited public service jobs, in order to improve the quality of work and the condition of the labor force. Used in this fashion, lifelong learning can reduce underemployment, welfare costs, and structural inequities in the educational system. Despite the intensity

of this need and the program's potential utility in contributing to the solution of major national problems, no appropriation for Title I-B has ever been made.

The federal government already has made a significant investment in lifelong learning, but potential economic benefits are not being realized. One reason for this low investment return is the lack of comprehensive post-secondary planning caused by statutory separation of the Higher Education Act's Title I programs and allocations. Another reason for reduced returns is that the partnership between education and work has not been adequately defined. Too often, these sectors have operated as separate and independent systems. The enactment of the Youth Title of the Comprehensive Employment and Training Act has improved local-level cooperation between manpower authorities and educational institutions. The Act also establishes an initial and necessary link between education and work. This link can provide a basis for a system of lifelong education for American workers (pp. 19-20).

4. The Board of Regents issues an annual "Program Directions Statement."[7] The "Directions" for the early 1980's state:

> In the past, adult education has been peripheral to the mission of most institutions within the University of the State of New York and peripheral to the state policy and appropriations for education. To perpetuate the relative neglect of adults by the educational community in the 1980's would be a costly mistake for the state and its citizens. The Regents will make a particular effort in the next few years to explore the needs of adult learners, to encourage careful planning (in conjunction with industry) to meet those needs in a cost-effective manner, and to support institutional and local initiatives aimed at integrating adults into the mission of the University of the State of New York, as well as serving adults in non-traditional settings where these are more appropriate. Counseling and referral services are a particular concern for adult students, who are often not enrolled in a full-time comprehensive program of study. Student and institutional aid formulas designed for the young full-time student need to be re-examined to see that quality standards are maintained in programs aimed at adults, as they are in other educational programs.

5. Looking still farther into the future, the Board of Regents is required by law to prepare every four years a "Statewide Plan for the Development of Postsecondary Education." The 1980 Plan is being worked on now.[8]

6. Still farther into the future, the Statewide Advisory Council on Adult Learning Services has been developing "Goals for Adult Learning Services in the Year 2000." (The Goals Statement is appended.) The following nine goal areas are identified:

    1. Scope of lifelong learning
    2. For whom: The learners
    3. By whom: The providers
    4. Where
    5. When
    6. Information and guidance services
    7. Quality control
    8. Assessment of learning outcomes
    9. Financing: Education as a Universal Right

For each goal, there is a brief description of the situation today with respect to the goal and a statement about what the situation would be in the year 2000 if the goal is realized. The number of issues for each goal is also listed in order to provide guidance to those who will be discussing the goals over the next year.

The statement begins by describing "The Scope of Lifelong Learning:"

> In the year 2000, public policies recognize that formal and informal learning are necessary and appropriate adult activities, and that participation in learning activities may be on a continuous or intermittent basis. Learning activities are supported by a flexible and diverse array of services which are based on the recognition that learning is lifelong and takes place in many different places and circumstances. Adults are actively involved in the planning of learning services which are available to all as a matter of right. Adults are free to choose those services that best meet their individual learning needs and styles at each stage of life.
>
> There are no economic, geographic, or physical barriers to full participation in learning activities. Activities support the full range of learning objectives: personal, social, and career development, preparation for family and civic responsibility, and enjoyment of leisure. Learning helps individuals cope with an increasingly complex and crowded world through such means as intergenerational and multicultural experiences. Providers of learning services are aware of and responsive to adult learning needs and use a great variety of delivery modes.

The financing goal is the most relevant to this discussion, and I should like to quote it in full:

"Financing: Education as a Universal Right

A. Public Entitlement for "Core" Skills. Each person has a publicly funded entitlement to cover the tuition costs for "core" educational skills, i.e., competencies essential to function as a citizen, a member of a family, and a worker. These competencies may include some skills formerly associated with postsecondary education. They will be redefined periodically to reflect changes in society. The entitlement is financed from general revenues. There is no limitation on age, income, part-time/full-time attendance for recipients. Since there are many who cannot afford to participate in learning opportunities even when tuition is covered, the entitlement program is supplemented by a needs-based grant program for adults to cover living costs.

B. Public Program for Learning Beyond "Core" Skills. Beyond the core, there are individual drawing accounts financed by an educational fund (created out of general tax revenues) which has taken the place of state and federal student aid programs. The drawing account is a fixed lifetime amount, adjusted for inflation, to be used for such education-related purposes as the individual wishes. Adjustments are made in the amounts available to individuals for such special purposes as to (1) encourage voluntary public service (i.e., additions for serving as tutors, for Peace Corps and Vista-type activities; (2) encourage military or other necessary services; (3) encourage individuals or employers to contribute to individual accounts; (4) recognize special individual circumstances, e.g., handicapping conditions, hardship

situations, or excessively high-cost areas of training. Private industry and federal, state, and local governments are able to contribute to the funds (within limits) to induce students to train for occupations where there are shortages of trained personnel, or to attract students to certain locations, e.g., rural or economically-depressed areas.

Individuals are able to: (1) supplement their educational accounts with their own resources, grants from other sources, including employers, and loans, and (2) pool their accounts with other learners to obtain desired services.

The public agency charged with quality control (see Goal 7) monitors the use of public funds. Students wishing to use their accounts are required to have their educational plans reviewed by a counselor, but the counselor does not have a veto over the student's final decision."

A comparison of the Goals Statement with the OECD "Basic Principles of Recurrent Education," as listed in the background paper (pp. 1-2) will show that the Goals are very consistent with the principles.

As a step in the planning for the implementation of the financing goal, the Advisory Council has done two things: first, it has made a number of recommendations for immediate action by the Department, including the proposal for the legislative package described earlier (see Appendix C).

Included in the recommendations is one proposing that the "Department should support and seek funding for a "group educational grant demonstration proposal." This group educational "voucher" proposal was developed as an intermediate approach to a more comprehensive entitlement approach that we and the Council have been looking at. Because of the focus of this seminar,

it may be of interest to say a little bit more about the proposal. The concept has been tested for the past two years in two programs in New York State: (1) the New York City Cultural Voucher Program administered by Museums Collaborative, and (2) the Brooklyn Educational and Cultural Alliance (BECA) Voucher Program.

Both programs identify eligible providers of cultural services and invite community organizations to apply for vouchers that may be used to "purchase" services for the members of the applicant organization. Both programs have had some state funding and have proved sufficiently attractive so that there is a good prospect for continuing and, perhaps, permanent state funding. With appropriate adaptation, the group voucher concept can be applied to education. It would provide organizations that serve groups of individuals with learning needs, (such as labor unions, community organizations, senior citizen organizations, neighborhood groups) with vouchers that would permit them to purchase educational services from approved educational and training institutions. The institutions would accept the vouchers as payment for services rendered; and the agency issuing the voucher would redeem it for cash. The issuing agency would also serve in a brokering role, helping voucher recipient groups identify the learning needs of members and the institutions that can best meet those needs. The group voucher idea seems to meet a lot of the concerns raised about individual vouchers or entitlements, particularly when provided to individuals with limited previous education success who are, therefore, as individuals, often at a disadvantage when dealing with educational providers. The group voucher strengthens the hand of the learners in dealing with providers.

With a change of terminology to eliminate the controversial term, "voucher," the proposal is now in the legislative package described above.

A second activity of the Advisory Council is to continue to refine and develop the characteristics of an ideal financing system for adults in New York State and to translate these characteristics into a model legislative proposal. To do so, at its May 1980 meeting, the Council adopted a preliminary statement of "Characteristics of an Ideal Financing System for Adults in New York State." The characteristics are as follows:

1. The program should serve anyone 16 years of age or older.
2. The program should be administratively easy for the student to access.
   a. The student would develop a goal with the help of a counselor or broker.
   b. The student would present some type of authorization card or voucher to the educational provider; the provider would then bill the state.
3. The program should be need-based, with substantial support to the very poor.
4. There should be a fixed dollar allotment for the student periodically adjusted for inflation.
5. This program should be a substitute for:

   TAP, special categorical program aid, institutional aid for students. It should represent a reallocation of existing expenditures for such programs.
6. Funds under the program could be used by a broad variety of institutional providers approved by the Education Department.
7. Funds could be used in any Department-approved program (not just degree or non-credit programs).
8. There should be some student contribution to the program in the forms of dollars or service (VISTA, military, etc.).
9. The program should get resources from a variety of sources, state and local governments, employers, labor, etc.
10. The student would pay back funds once he or she got a job--one possibility being 1% of taxable income (state) taxed after the individual becomes employed. There would be no interest. The student would pay back funds until the original amount borrowed was covered.

Conclusion

As should be evident by now, New York State has done a great deal to provide recurrent education opportunities for adults, it has an increasingly clear conception of where it wants to go to provide for lifelong learning opportunities for all persons, and it has under way activities designed to move from where it is today in 1980 to the arrangements proposed for 1990 and 2000. Whether or not the movement will be maintained depends, of course, on many factors, some largely outside the control of educators, such as the condition of the world, national, and state economies, and some well within the power of educators, such as the adaptation of programs to meet the particular needs of working adults. I am optimistic that our chances are good that we will realize the goals set by the Regents in their 1980 Plan for Postsecondary Education and by the Adult Learning Services Advisory Council in its goals for 2000.

Footnotes

[1] Adults Learning Here: How the New York State Education Department Serves Adults. Albany, State Education Department, 1979.

[2] Charles Byce and Lawrence Gladieux. "As Middle Income Student Aid Expands, Are Low Income Students Losing Out?" Washington College Board, Revised July 1980.

[3] Paying for Your Education: A Guide for Adult Learners. New York, College Entrance Examination Board.

[4] "Paying for Your Education in New York State: An Insert for Paying for Your Education: A Guide for Adult Learners." Albany, State Education Department, July 1980.

[5] Adult Learning Services "Legislative Package for Adult Funding--1981." Albany, State Education Department, January 1979.

[6] "Federal Legislation and Education in New York State." Albany, State Education Department, February 1980.

[7] "Regents Program Directions, 1980." Albany, State Education Department, Board of Regents.

[8] "Tentative Statewide Plan for Postsecondary Education." Albany, State Education Department, 1980.

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Adult Learning Services
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GOALS FOR ADULT LEARNING SERVICES IN NEW YORK STATE

1. Scope of Lifelong Learning

In the year 2000, public policies recognize that formal and informal learning are necessary and appropriate adult activities, and that participation in learning activities may be on a continuous or intermittent basis. Learning by adults is a natural continuation or redirection of prior learning. Learning activities are supported by a flexible and diverse array of services which are based on the recognition that learning is lifelong and takes place in many different places and circumstances. Adults are actively involved in the planning of learning services which are available to all as a matter of right. Adults are free to choose those services that best meet their individual learning needs and styles at each stage of life.

There are no economic, geographic, or physical barriers to full participation in learning activities. Activities support the full range of learning objectives: personal, social, and career development, preparation for family and civic responsibility, and enjoyment of leisure. Learning helps individuals cope with an increasingly complex and crowded world through such means as intergenerational and multicultural experiences. Providers of learning services are aware of and responsive to adult learning needs and use a great variety of delivery modes.

2. For Whom: The Learners

Services are available to all adults regardless of differences in age, sex, physical condition, racial, cultural and ethnic background, economic and social status, intellectual ability and learning style; but with recognition, where appropriate, of the implications for learning of such differences. Anyone who desires knowledge and/or skills is able to learn anything he/she is interested in, and capable of, learning at whatever pace is appropriate and in an environment compatible with cultural differences and needs.

3. By Whom: The Providers

Any group which brings together learners and resources for deliberate learning activities is considered a provider. Among others, providers include public, independent, and private schools and colleges, libraries, museums, unions, employers, social agencies, community-based organizations, the media, learning centers, informal study groups, counseling centers, and producers of learning materials. To be eligible to receive public funds in any form, providers meet standards in accordance with procedures described in Goal 7. Providers of learning services determine and respond to adult learning needs and provide access to varied and action-oriented projects. Providers have a system for articulating their respective offerings so that the former sharp division between adult education programs and postsecondary programs is eliminated. Providers are engaged in joint planning, curriculum and staff development, needs assessments, and pooling of resources. There is a special responsibility of the State and the Federal Education Departments to provide the impetus and leadership for such cooperative arrangements, including financial incentives to encourage collaboration among providers.

4. Where

Learning opportunities are provided at many locations to take into account the convenience of students and the efficient use of all community facilites, including schools, colleges, shopping centers, and work sites. There is increased sharing of sites, e.g., colleges offering programs at high schools, shopping centers, and work places. There are a variety of combinations of providers sharing a common site, e.g., a high school, a college, a BOCES, all offering programs at a communtiy center. Support services, such as day-care, counseling, health and social services are also offered at many learning sites. The home is an increasingly important learning site, and there is increased attention to the family as a learning unit.

5. When

While learning is continuous throughout life, planned learning activites take place at times governed by learner's needs. Providers are responsive to those needs through such arrangements as continuous admissions, short-term offerings, modular learning packages, and flexible scheduling. The credential is not viewed as a terminal point for learning.

6. Information and Guidance Services

Learner-oriented information and guidance services are available to assist adults with personal, educational, and career planning and development through a State-supported network of regional Educational Information Centers. Counseling opportunities are available at all times. Services are well publicized to encourage use. The Centers directly or through a network of cooperating agencies.

a. Provide access to all individuals in the region by offering services at all learning locations (see Goal 4) including homes, by using a combination of paraprofessional and professional staff and such media as telephones, computers, and cable TV.

b. Train consumers in the wise and discriminating use of all forms of educational information, and serve as an advocate for individuals in relationships with providers.

c. Provide an opportunity for every learner to develop an individual education plan.

d. Make special efforts to reach and serve various groups, such as the handicapped, elderly, illiterate, non-English speakers, and others who experience special difficulties in gaining access to learning opportunities.

e. Solicit and update information describing services, available from all providers, including such support services as child care, aid for the elderly and the handicapped, and financial aid. Incorporate relevant information from other sources, such as former participants in educational programs.

7. Quality Control

Evaluation reports and related information concerning programs and services are readily accessible to all. Informed choice by consumers is the key to quality control. Minimum standards are set by a public agency, with advice from providers, consumers, and interested groups. The agency:

a. Sets minimum standards and determines which providers meet those standards and are, therefore, eligible to provide services supported by individual entitlements. (See Goal 9.)

b. Sets standards for information to be provided by all providers and has authority to compel disclosure of relevant information, conduct audits and employ independent evaluation teams.

c. Disseminates information about providers to consumers through the Education Information Centers.

d. Provides guidance on interpreting the information, including publication of consumer-oriented reports.

e. Conducts studies and surveys to obtain data on learner outcomes and assessments of provider services.

8. Assessment of Learning Outcomes

There are opportunities for individuals to obtain competency-based assessments of learning outcomes. These assessments may be used to qualify for certification of competencies when desired by the learner or required or requested by a public or private agency. Credentials are competency rather than time based.

9. Financing: Education as a Universal Right

A. Public Entitlement for "Core" Skills

Each person has a publicly funded entitlement to cover the tuition costs for "core" educational skills, i.e., competencies essential to function as a citizen, a member of a family, and a worker. These competencies may include some skills formerly associated with postsecondary education. They will be redefined periodically to reflect changes in society. The entitlement is financed from general revenues. There is no limitation on age, income, part-time/full-time attendance for recipients. Since there are many who cannot afford to participate in learning opportunities even when tuition is covered, the entitlement program is supplemented by a needs-based grant program for adults to cover living costs.

B. Public Program for Learning Beyond "Core" Skills

Beyond the core, there are individual drawing accounts financed by an educational fund (created out of general tax revenues) which has taken the place of state and federal student aid programs. The drawing account is a fixed lifetime amount, adjusted for inflation, to be used for such education-related purposes as the individual wishes. Adjustments are made in the amounts available to individuals for such special purposes as to (1) encourage voluntary public service (i.e. additions for serving as tutors, for Peace Corps and Vista-type activities); (2) encourage military or other necessary services; (3) encourage individuals or employers to contribute to individual accounts; (4) recognize special individual circumstances, e.g. handicapped conditions, hardship situations, or excessively high-cost areas of training. Private industry and federal, state, and local governments are able to contribute to the funds (within limits) to induce students to train for occupations where there are shortages of trained personnel, or to attract students to certain locations, e.g., rural or economically-depressed areas.

Individuals are able to: (1) supplement their educational accounts with their own resources, grants from other sources, including employers, and loans, and (2) pool their accounts with other learners to obtain desired services.

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